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FEDERAL COMMUNICATIONS COMMISSION
OFFICE OF SECRETARY

May 15, 1997

VIA COURIER

Mr. William F. Caton
Acting Secretary
Federal Communications Commission
1919 M Street, N.W., Room 222
Washington, D.C. 20554

Re: Application for Review of Excel Telecommunications, Inc.

Dear Mr. Caton:

Enclosed for filing please find an original and four (4) copies of Application for Review of Excel Telecommunications, pursuant to Section 1.115 of the Commission's Rules, CC Docket No. 96-128. Also enclosed is an extra copy to be stamped and returned.

Please direct any questions you may have regarding this filing to the undersigned of this office.

Respectfully submitted,



Dana Frix
Pamela Arluk

Its Counsel

cc: Attached Service List
J. Christopher Dance
Michael Romano

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Before the
FEDERAL COMMUNICATIONS COMMISSION
Washington, D.C. 20554

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MAY 15 1997

FEDERAL COMMUNICATIONS COMMISSION
OFFICE OF SECRETARY

In the Matter of)	
)	
Implementation of the)	CC Docket No. 96-128
Pay Telephone Reclassification)	
and Compensation Provisions of the)	
Telecommunications Act of 1996)	

APPLICATION FOR REVIEW
OF EXCEL TELECOMMUNICATIONS, INC.

Excel Telecommunications, Inc., ("Excel"), pursuant to Section 1.115 of the Federal Communications Commission's ("Commission") rules, 47 C.F.R. §1.115, hereby seeks reversal of the Common Carrier Bureau's ("Bureau") Order released April 15, 1997, in the above-referenced docket.¹ The Bureau's *Second Waiver Order* violates the Commission's Payphone Orders by permitting LECs to receive interim compensation prior to fully complying with the Commission's requirements for implementing its payphone regulatory scheme.

Excel has participated in the Commission's proceeding to deregulate the payphone marketplace in accordance with Section 276 of the 1996 Telecommunications Act ("1996 Act"). Excel filed initial comments in response to the Commission's Notice of Proposed Rulemaking, released on June 4, 1996.² Moreover, Excel recently applied for review of the previous *Waiver Order* by the Bureau in this docket, which permits the Regional Bell Operating Companies

¹ *Implementation of the Pay Telephone Reclassification and Compensation Provisions of the Telecommunications Act of 1996*, CC Docket No. 96-128, Order, DA 97-805 (rel. Apr. 15, 1997) ("*Second Waiver Order*").

² *See Comments of Excel Telecommunications*, CC Docket No. 96-128 (filed July 1, 1996).

("RBOCs") and other local exchange carriers ("LECs") to receive flat-rate interim compensation from interexchange carriers ("IXCs") for payphone services starting April 15, 1997, even though the LECs will not have filed federal tariffs complying with the Commission's orders in this docket until one month later.³

In this filing, Excel again raises concerns about the Bureau's decision to grant a "limited waiver" that permits LECs to receive a substantial amount of funds under the Commission's interim flat-rate compensation mechanism prior to complying with the carefully designed schedule promulgated in the *Payphone Order*⁴ and reaffirmed in the Commission's *Reconsideration Order*⁵ in this docket. By virtue of the *Second Waiver Order*, the LECs will be able to collect compensation without filing intrastate tariffs that meet the "new services" test as mandated by the Commission in prior orders in this docket.⁶ Permitting LECs to collect substantial revenues from IXCs such as Excel before the LECs have fully complied with the Commission's review process only undermines the Commission's attempt -- and the Congressional mandate -- to "promote competition among payphone

³ *Implementation of the Pay Telephone Reclassification and Compensation Provisions of the Telecommunications Act of 1996*, CC Docket No. 96-128, Order, DA 97-678 (rel. Apr. 4, 1997) ("*First Waiver Order*"), at ¶21.

⁴ *See Implementation of the Pay Telephone Reclassification and Compensation Provisions of the Telecommunications Act of 1996*, CC Docket No. 96-128, Report and Order, FCC 96-388 (rel. Sept. 20, 1996) ("*Payphone Order*").

⁵ *See Implementation of the Pay Telephone Reclassification and Compensation Provisions of the Telecommunications Act of 1996*, CC Docket No. 96-128, Order on Reconsideration, FCC 96-439 (rel. Nov. 8, 1996) ("*Reconsideration Order*"), at ¶131.

⁶ The "new services" test requires that each tariff filing submitted by a LEC that "introduces a new service or a restructured unbundled service element (BSE) that is or will later be included in a basket must be accompanied by cost data sufficient to establish that the new service or unbundled BSE will not recover more than a reasonable portion of the carrier's overhead costs." *See* 47 C.F.R. § 61.49(g)(2) (1996).

service providers.”⁷ Therefore, the Commission must reverse the Bureau’s decision by prohibiting the LECs from receiving interim compensation until their intrastate tariffs reflect full compliance with the new services test.

I. THE COMMISSION HAS CLEARLY STATED THAT LECS MUST COMPLY WITH ALL REQUIREMENTS FOR DEREGULATING PAYPHONES PRIOR TO RECEIVING COMPENSATION

On April 10, 1997, a coalition of RBOCs petitioned the Commission for a limited waiver to extend the intrastate tariff filing deadline from April 15, 1997 to May 19, 1997. These petitioners claimed that not one of them had “understood the payphone orders to require existing, previously-tariffed intrastate payphone services . . . to meet the Commission’s new services test.”⁸ In granting the request of the RBOC Coalition, the Bureau concluded that “while the individual BOCs may not be in full compliance with the intrastate tariffing requirements of the *Payphone Reclassification Proceeding*, they have made a good faith effort to comply with the requirements.”⁹ Therefore, the Bureau waived the requirement that intrastate tariffs be in compliance with the new services test by April 15, 1997. As a result, LECs will be eligible to receive compensation under the Commission’s flat-rate mechanism beginning April 15, 1997 before it is determined whether they are in fact in compliance with the new services test at all.

As in the case of the *First Waiver Order*, the Bureau has ignored the Commission’s intent in designing a balanced schedule for the deregulation of payphone services. In its *Payphone Order*, the

⁷ 47 U.S.C. § 276(b)(1) (1996); *Payphone Order*, at ¶2.

⁸ *Second Waiver Order*, at ¶14 (quoting *Ex Parte* Letter of Michael Kellogg, Counsel, RBOC Coalition to Mary Beth Richards, Deputy Chief, Common Carrier Bureau, FCC (April 11, 1997)).

⁹ *Second Waiver Order*, at ¶18.

Commission highlighted the problems that would arise if the RBOCs and other LECs were permitted to receive funds under the interim flat-rate compensation mechanism without competitive safeguards.

In that Order, the Commission commented:

LEC participation both in providing payphones to the public and also providing the underlying tariffed payphone services to independent PSPs may give LECs the incentive and the potential ability to unfairly act to the detriment of their PSP competitors and to act in other anticompetitive ways against PSPs. However, *by implementing safeguards*, we intend to *ensure* that LECs cooperate fully in the provision of any necessary payphone services and do not otherwise restrain competition, as long as LECs remain the monopoly providers of these services.¹⁰

These anticompetitive ramifications led the Commission to state clearly on the record that great care was warranted in allowing LECs to participate in the flat-rate compensation mechanism. In the *Reconsideration Order*, the Commission specifically noted that in establishing the interim compensation scheme, "We must be cautious, however, to ensure that LECs comply with the requirements set forth in the [*Payphone Order*]."¹¹ Allowing LECs to recover interim compensation prior to demonstrating compliance with the new services test is contrary to the Commission's explicit warning to remain "cautious" in permitting RBOCs and other LECs to receive compensation like other payphone service providers ("PSPs").

The Commission did not delegate oversight of these tariffing requirements to the Bureau so that the Bureau could do away with them if it believes that the individual LECs have made "good faith" efforts to comply. The stark tone of caution in the *Reconsideration Order* makes clear that the Commission envisioned that the Bureau would police LEC compliance with the Commission's

¹⁰ *Payphone Order*, at ¶14 (*emphasis added*).

¹¹ *Reconsideration Order*, at ¶131.

payphone regulatory scheme, rather than excusing failures to comply. Again, the Commission's own choice of terms reveals its intent: "LECs will be eligible for compensation like other PSPs when they have *completed the requirements* for implementing our payphone regulatory scheme"¹² The Bureau's action in this *Second Waiver Order* therefore contradicts the Commission's own language and contravenes the very purpose of imposing such tariff requirements in the first place. The Commission must reverse the Bureau's decision and make clear that the RBOCs and other LECs may only receive substantial flat-rate compensation amounts from IXC's such as Excel after it has been determined that their intrastate tariffs comply with the new services test.¹³

II. IN AVOIDING COMPLIANCE WITH THE NEW SERVICES TEST BY FEIGNING IGNORANCE, THE RBOCs HAVE NOT ACTED IN GOOD FAITH

Excel objects to the Bureau's finding that the RBOCs have made "good faith" efforts to comply with the new services test and other tariff requirements. The RBOCs' blatant avoidance of compliance with the new services test in the context of this proceeding should dispel any notions of good faith on their part. While the RBOCs claim that they did not understand that the new services test would apply to existing intrastate tariffed services, the Commission effectively clarified the scope of the requirement in the *Reconsideration Order*. The Commission stated in that order, "[W]e have deregulated payphone equipment and established a requirement that LECs provide tariffed payphone services to independent payphone providers that they provide to their own payphone operations."¹⁴

¹² *Id.* (emphasis added).

¹³ Pursuant to the Commission's interim compensation scheme, Excel could be required to pay as much as **\$458,513.62 per month** if the LECs are allowed to receive compensation.

¹⁴ *Reconsideration Order*, at ¶162.

The Commission continued,

LECs *must file intrastate tariffs* for these payphone services and any unbundled features they provide to their own payphone services. The tariffs for these LEC payphone services must be: (1) cost based; (2) consistent with the requirements of Section 276 with regard, for example, to the removal of subsidies from exchange and exchange access services; and (3) nondiscriminatory. *States must apply these requirements and the Computer III guidelines for tariffing such services.*¹⁵

Significantly, the FCC stated in footnote 492 to this paragraph that the “new services test required in the *Report and Order* is described at 47 C.F.R. Section 61.49(g)(2).”¹⁶ It is clear from the Commission’s concerned discussion about the removal of subsidies from existing tariffs that the Commission intended that LECs would file intrastate tariffs for their payphone services that comply with the requirements set forth in the paragraph quoted above, including the new services test. Given the *Reconsideration Order*’s express direction that the Commission expects LECs intrastate tariffs to comply with the new services test and other competitive safeguards, the RBOCs’ claim that they misunderstood the application of the new services test cannot be found to constitute “good faith.” The Commission must therefore reverse the Bureau’s decision to waive LEC compliance with the new services test until May 19, 1997.

¹⁵ *Id.*, at ¶163 (*emphasis added*).

¹⁶ *Id.*, at ¶163, n.492.

III. CONCLUSION

For the foregoing reasons, Excel urges the Commission to reverse the Bureau's decision to allow the LECs to receive interim compensation from the interexchange carriers before their intrastate tariffs comply with the new services test. As demonstrated above, the Bureau's decision does not conform with the Commission's own statements on this issue nor the policy rationales underlying the Commission's Orders in this docket. The RBOCs and other LECs must not be allowed to receive funds under the interim flat-rate compensation mechanism until their tariffs comply with all requirements imposed by the Commission in this docket.

Respectfully submitted,



Dana Frix
Pamela S. Arluk
Swidler & Berlin, Chtd.
3000 K Street, N.W., Suite 300
Washington, D.C. 20007
(202) 424-7500

Counsel for
EXCEL TELECOMMUNICATIONS, INC.

Dated: May 15, 1997

CERTIFICATE OF SERVICE

I, Jeannine Allen, hereby certify that on this 15th day of May 1997, copies of the foregoing **Application for Review of Excel Telecommunications, Inc., CC Docket No. 96-128**, were served on the following parties via first-class mail, postage prepaid, or via hand-delivery (indicated by asterisk).

Janice Myles *
Common Carrier Bureau
Federal Communications Commission
1919 M Street, N.W., Room 544
Washington, D.C. 20554

International Transcription Service, Inc. *
1919 M Street, N.W., Room 246
Washington, D.C. 20554

Lucille M. Mates / Jeffrey B. Thomas
Attorneys for Pacific Bell and Nevada Bell
140 New Montgomery Street, Room 1522A
San Francisco, California 94105

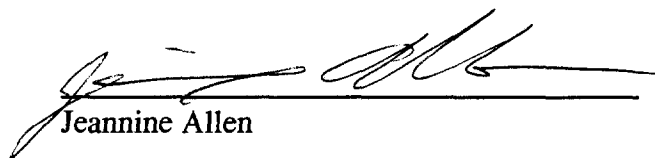
Albert H. Kramer / Robert F. Aldrich /
David M. Janas
Dickstein Shapiro Morin & Oshinsky LLP
2101 L Street, N.W.
Washington, D.C. 20037-1526

Polly Brophy
Attorneys for Pacific Bell and Nevada Bell
1010 Wilshire Boulevard, Room 1501
Los Angeles, California 90017

Mark C. Rosenblum / Ava B. Kleinman /
Seth S. Gross
AT&T Corp.
Room 3252J1
295 North Maple Avenue
Basking Ridge, New Jersey 07920

Nancy K. McMahon
Attorney for Pacific Bell and Nevada Bell
2600 Camino Ramon, Room 2W903
San Ramon, California 94583

Margaret E. Garber
Attorney for Pacific Bell and Nevada Bell
1275 Pennsylvania Avenue, N.W.
Washington, D.C. 20004


Jeannine Allen